

**REPORT OF THE COMMISSION**  
**ON THE**  
**SEGREGATION, CARE AND TREATMENT**  
**OF**  
**FEEBLE-MINDED AND EPILEPTIC**  
**PERSONS**  
**IN THE**  
**COMMONWEALTH OF PENNSYLVANIA**

**Made to the Legislature Pursuant to Joint Resolution  
of June 14, 1911**

**WITH AN APPENDIX**  
**Containing Certain Acts Recommended by**  
**the Commission**

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**PRINTED FOR THE COMMISSION**  
**1913**

## MEMBERS OF THE COMMISSION

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SAMUEL G. DIXON, M. D., LL. D.

The Commissioner of Health

JOSEPH S. NEFF, M. D., LL. D., D. P. H.

The Director of Health and Charities of Philadelphia

ISAAC JOHNSON, Media

GEORGE W. RYON, Shamokin

PATRICK C. BOYLE, Oil City

CYRUS B. KING, M. D., Allegheny

EDWARD K. ROWLAND, Philadelphia

The Committee on Lunacy of the Board of Public Charities

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FRANK WOODBURY, M. D.

Secretary

## REPORT OF THE COMMISSION.

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To the Honorable the General Assembly  
of the Commonwealth of Pennsylvania.

Gentlemen:—The Commission on the Segregation, Care and Treatment of the Feeble-Minded and Epileptic Persons within the Commonwealth, constituted by a joint resolution of the Senate and House of Representatives in General Assembly met, and approved by the Governor of the Commonwealth on the 14th day of June, 1911, respectfully submits the following report:

In obedience to instructions it has prepared and also included in this report for the consideration of the Legislature, plans for the segregation, care and treatment of the several classes of defectives coming within the scope of the investigation embodied in specific Acts hereto appended, in accordance with the terms of the joint resolution, which reads as follows (P. L. 1911, p. 927):

### “A JOINT RESOLUTION

Constituting a Commission to investigate and report to the General Assembly a plan for the segregation, care and treatment of feeble-minded and epileptic persons within the Commonwealth, and making an appropriation thereto.

“Whereas, It is estimated by a Committee of the recent Pennsylvania Conference of Charities and Corrections and by the Board of Public Charities that there are now at large in this Commonwealth more than 15,000 feeble-

mind and epileptic persons, which number, by reason of the unrestrained propagation of such defectives, is rapidly increasing; and,

“**Whereas**, A proper regard for the public welfare requires that some action be taken looking to the segregation of such feeble-minded and epileptic persons, with a view as far as possible to provide some remedy; therefore,

“**Section 1.** Be it resolved by the Senate and House of Representatives in General Assembly met, That there is hereby constituted a Commission, to consist of the Commissioner of Health, the Director of Health and Charities of Philadelphia, and the members of the Lunacy Committee of the Board of Public Charities; the duty of which Commission shall be to take into consideration the number and status of feeble-minded and epileptic persons in the Commonwealth and the increase of such persons, and to report to the General Assembly at its next session a plan or plans for the segregation, care and treatment of such defectives; to which end the said Commission is hereby authorized and empowered to send for persons and papers, examine witnesses under oath, and to employ such technical and skilled assistance as may be necessary.

“The members of said Commission shall serve without other compensation than their actual and necessary expenses while actually engaged in the work of the Commission.

“The sum of fifteen hundred dollars, or so much thereof as may be necessary, is hereby appropriated for defraying the expenses of the Commission out of any moneys in the State Treasury not otherwise appropriated, to be expended on vouchers duly certified to the Auditor-General by the President of the Commission.

“Approved the fourteenth day of June, A. D. 1911.

“JOHN K. TENER.”

## PROCEEDINGS OF THE COMMISSION.

In proceeding to perform the duties assigned to it, the members assembled at Philadelphia, October 27, 1911, in the office of the Committee on Lunacy, 717-718 Bulletin Building. Dr. Samuel G. Dixon, the Commissioner of Health of Pennsylvania, being unable to attend this meeting on account of public duties at Harrisburg, was excused. The following members were present: Dr. Joseph S. Neff, Director of Health and Charities of Philadelphia; and the following members of the Lunacy Committee of the State Board of Public Charities: Messrs George W. Ryon, of Shamokin; Patrick C. Boyle, of Oil City, and Edward K. Rowland, of Philadelphia. Judge Isaac Johnson, of Media, the Chairman of the Committee on Lunacy, being detained in court, was represented by Mr. Bromley Wharton, General Agent and Secretary of the Board of Public Charities, who was recorded as his substitute. The Commission at once organized by electing Dr. Joseph S. Neff President, and Dr. Frank Woodbury Secretary, both of Philadelphia.

The President, in opening, reviewed the events which had led to the appointment of the Commission, and defined the scope of the investigation to be "to ascertain the actual or approximate number of the class described in the joint resolution as 'feeble-minded and epileptic persons' in the State, and the provision now made for their segregation, care and treatment, and, if additional accommodations should be found to be advisable and necessary, to submit plans for the same."

The term "feeble-minded" was declared to include every demonstrable mental defect which is not insanity.

The subsequent proceedings of the Commission may be condensed and summarized briefly in the following statements: It has held twelve sessions in Philadelphia, three in Harrisburg, one in Polk, Venango County; one

in Vineland, New Jersey, and one in Boston, Massachusetts.

Visits were made to institutions for the feeble-minded and epileptic within the Commonwealth and situated in neighboring States. By personal interviews and correspondence with persons having technical knowledge and experience in the subjects under investigation, the Commission has gathered much practical information, and has obtained many valuable suggestions in relation to the classification and segregation of mental defectives and their institutional care.

## THE NUMBER OF FEEBLE-MINDED AND EPILEPTICS.

The first effort of the Commission was directed to the determination of the number and status of the mental defectives, belonging to the classes under consideration, living within the borders of the Commonwealth.

It has been ascertained by alienists that, wherever these statistics have been compiled among civilized communities all over the world, the proportion of the mental defectives is remarkably uniform. This proportion averages about five in one thousand of the general population of different countries. It is divided as follows: The insane a little less than two per thousand, the feeble-minded, imbeciles and idiots a little more than two, and the epileptics are estimated to be about one in a thousand, although a large portion of those who are committed to insane and feeble-minded institutions are also epileptics.

This ratio of one in two hundred (5 in 1,000) is affected in special localities by extraneous or accidental causes. For instance, the opening of a new State hospital in Vermont and an increase of the county care institutions in Wisconsin have been noted in the United States Census Bureau Report as the explanation of an apparent increase in the number of the insane in these States, in the period extending from June 1, 1890, to December 31, 1903. The following comment seems quite pertinent to the present inquiry: "The fact remains that the differences between ratios, and they are all in the direction of an increase, show primarily the extent to which hospitals are being utilized in the different communities, and not how many insane there are found in the population. The circumstance, for example, that New York and New Jersey each shows an increase in

the ratio more than twice as large as that for Pennsylvania cannot be taken as an indication of the relative rapidity with which insanity advances in these Commonwealths.”\*

The inquiry with reference to the number of the feeble-minded in this State was pursued in two principal directions: (1) The number of the feeble-minded now receiving institutional care, and (2) the number who are at large in the community.

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\* The Insane and Feeble-minded in Hospitals and Institutions. Special report, United States Bureau of Census, 1906.



# 1. FEEBLE-MINDED IN INSTITUTIONS.

(a) IN APPROPRIATE INSTITUTIONS (2,263).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Polk .....	196	108	304	413	440	853
Spring City .....	284		284	51		51
Elwyn Training School .....	122	55	177	313	281	594
Totals.....	602	163	765	777	721	1,498

(b) IN OTHER INSTITUTIONS (2,595).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
State Hospitals for the Insane.....	2	15	17	533	538	1,071
County Care Hospitals .....	10	8	18	330	294	624
Almshouses .....	6	5	11	350	290	640
Jails and Penitentiaries .....				40	2	42
Glen Mills (Girls' Department) .....		50	50		63	63
Glen Mills (Boys' Department) .....	17		17			
Western Pennsylvania Institution for Deaf and Dumb .....	6	3	9	1		1
House of Good Shepherd .....		1	1		31	31
Totals.....	41	82	123	1,254	1,218	2,472

## DETAILED REPORTS SHOWING DISTRIBUTION BY COUNTIES.

Returns from postal cards sent on June 18th and 19th, 1912, to Almshouses, homes and jails.

### FEEBLE-MINDED IN COUNTY CARE INSTITUTIONS (642).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Adams County Almshouse -----				12	14	26
Allegheny County Home -----				69	60	129
North Side City Home -----				13	12	25
Pittsburgh City Home and Hos- pital -----	1	1	2		12	12
Blair County Hospital -----				13	12	25
Chester County Hospital -----				19	21	40
Erie County Hospital -----				23	7	30
Franklin County Home -----				18	13	31
Lackawanna County Blakely Home.. -----					1	1
Hillside Home -----				13	16	29
Luzerne County Hospital (Retreat)---				12	10	22
Mercer County Home -----				9	4	13
Philadelphia Hospital (Insane Depart- ment)-----	4	2	6	106	99	205
Potter County Asylum -----		1	1	2	4	6
Somerset County Hospital -----				12	3	15
Westmoreland County Home -----	5	4	9	9	6	15
Totals-----	10	8	18	330	294	624

### FEEBLE-MINDED IN ALMSHOUSES (651).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Auburn and Rush Poorhouse, Susque- hanna County -----				5	3	8
Beaver County Home -----		1	1	3	4	7
Bedford County Almshouse -----				6	8	14
Bellefonte Poorhouse, Centre County-						

*Detailed Reports Showing Distribution by Counties—Continued.*

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Berks County Almshouse -----				13	18	31
Bloom Poor District -----				3	2	5
Bradford County Almshouse -----						
Bucks County Home -----				3	2	5
Butler County Almshouse -----				6	4	10
Cambria County Home -----				93	27	120
Carbondale City Poorhouse, Laekawanna County -----				2	2	4
Clarion County Poorhouse -----				3	6	9
Clearfield County Home -----				2	5	7
Conyngham and Centralia Poorhouse, Cumberland County -----						
Crawford County Almshouse -----				8	12	20
Danville and Mahoning Poorhouse, Montour County -----						
Delaware County Almshouse -----				9	3	12
East Stroudsburg Almshouse, Monroe County -----						
Fayette County Almshouse -----				7	6	13
Forest County Home -----					2	2
Germantown Almshouse -----				3	4	7
Greene County Almshouse -----				2	2	4
Honesdale and Texas Poorhouse, Wayne County -----				5		5
Huntingdon County Home -----				3	5	8
Indiana County Home -----				9	14	23
Kittanning Poorhouse, Armstrong County -----						
Lake View Poorhouse, Laekawanna County -----				1		1
Lebanon County Almshouse -----				21	10	31
Lehigh County Home -----				12	5	17
Lock Haven Poorhouse, Clinton County -----						
Madison Poor Home, Armstrong County -----				1	2	3
Middle Coal Field Poor District -----		1	1	6	14	20
Mifflin County Almshouse -----				11	12	23

*Detailed Reports Showing Distribution by Counties—Continued.*

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Milton Borough Poorhouse, North- umberland County -----						
Montgomery County Almshouse -----				1	1	2
New Castle Poorhouse, Lawrence County -----						
New Milford Poorhouse, Susquehanna County -----						
Northampton County Almshouse -----	1	2	3	7	15	22
Northumberland Borough Almshouse -----					1	1
Oxford and Lower Dublin Poorhouse, Philadelphia County -----				3	1	4
Perry County Almshouse -----						
Ransom Poor Farm, Lackawanna County -----						
Rouse Hospital, Warren County -----	4		4	7	10	17
Roxborough Poorhouse, Philadelphia County -----						
Schuylkill County Almshouse -----		1	1	11	6	17
Sunbury Poorhouse, Northumberland County -----				1	1	2
Susquehanna and Oakland Township Poorhouse, Susquehanna County -----				1		1
Tioga County Almshouse -----	1		1	9	10	19
Venango County Almshouse -----				17	18	35
Washington County Home -----				24	18	42
Williamsport City Home -----				5	6	11
York County Almshouse -----				25	30	55
Zerbe Township Poorhouse, North- umberland County -----				2	1	3
Totals -----	6	5	11	350	290	640

*Detailed Reports Showing Distribution by Counties—Continued.*

## FEEBLE-MINDED IN JAILS, PENITENTIARIES AND REFORMATORIES (42).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Butler County Jail -----				1		1
Fulton County Jail -----				4		4
Lawrence County Jail -----				1		1
Lycoming County Jail -----					1	1
Monroe County Jail -----				1		1
Eastern Penitentiary -----				4		4
Western Penitentiary -----				25	1	26
Pennsylvania Industrial Reformatory-----				4		4
Totals-----				40	2	42

The House of Correction, Philadelphia, reported that there were no inmates in this institution of the classes herein enumerated. Similar replies were received from all the jails except those mentioned in the above list.

## FEEBLE-MINDED IN STATE HOSPITALS FOR THE INSANE (1,088).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Harrisburg -----				169	122	291
Dixmont -----				20	1	21
Danville -----		1	1	83	120	203
Warren -----				60	65	125
Norristown -----	2	14	16	148	205	353
Wernersville -----				53	25	79
Allentown (not open at time)-----						
Farview (not open at time)-----						
Totals-----	2	15	17	533	538	1,071

## IDIOTS IN INSTITUTIONS (456).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
State Hospitals -----				33	25	58
County Care Hospitals -----	5	2	7	34	33	67
Almshouses -----	2	2	4	26	26	52
Polk -----	66	42	108	56	47	103
*Eastern Institution, Spring City -----						
Elwyn Training School -----	8	9	17	21	19	40
Totals-----	81	55	136	170	150	320

\* No idiots were included in report on feeble-minded from this institution.

DETAILS SHOWING DISTRIBUTION IN COUNTIES  
OF IDIOTS.

## IDIOTS IN COUNTY CARE INSTITUTIONS (74).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Adams County Home -----				7	11	18
Allegheny County Home -----				6	2	8
Pittsburgh City Home and Hospital-----				10	5	15
Blair County Hospital -----				1		1
Elk County Home -----					2	2
Hillside Home -----				1	1	2
Lancaster County Hospital -----				1	3	3
Luzerne County Hospital (Retreat)-----				1		1
Philadelphia Hospital (Insane Department)-----	5	2	7	4	4	8
Somerset County Hospital -----				1	2	3
Westmoreland County Home -----				2	4	6
Totals-----	5	2	7	34	33	67

*Detailed Reports Showing Distribution by Counties—Continued.*

## IDIOTS IN ALMSHOUSES (56).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Beaver County Almshouse .....		1	1	1	1	2
Berks County Almshouse .....				1	1	2
Bucks County Almshouse .....	1		1	1		1
Clearfield County Almshouse .....					1	1
Fayette County Almshouse .....				4	6	10
Kittanning Poorhouse .....				1	3	4
Lebanon County Almshouse .....				1		1
Lehigh County Almshouse .....				1		1
Middle Coal Field .....	1		1	1		1
Montgomery County Almshouse .....				6	9	15
Schuylkill County Almshouse .....		1	1	1		1
Tioga County Almshouse .....				1		1
Venango County Almshouse .....				2		2
Washington County Almshouse .....				2	1	3
York County Almshouse .....				3	4	7
Totals.....	2	2	4	26	26	52

## IDIOTS IN STATE HOSPITALS FOR THE INSANE (58).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Dixmont .....				3		3
Warren .....				2	2	4
Norristown .....				13	19	32
Danville .....				4	2	6
Harrisburg .....				11	2	13
Totals.....				33	25	58

These reports show that at the time of this investigation there were 4,858 feeble-minded and 456 idiots receiving institutional care, which were grouped as follows:

	Under 16 years.	Over 16 years.	Total.
Feeble-minded:			
In appropriate institutions -----	765	1,498	2,263
In other institutions -----	123	2,472	2,595
Idiots:			
In institutions -----	136	320	456
Aggregate number of mental defectives in institutions -----	1,024	4,290	5,314

### EPILEPTICS IN INSTITUTIONS (2,012).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Polk -----	44	25	69	80	73	153
Spring City -----	70		70	43		43
Epileptic Colony, Oakbourne -----	6	17	23	24	29	53
Passavant Memorial, Rochester -----	4	1	5	22	41	63
Elwyn Training School -----	18	22	40	118	88	206
State Hospitals for Insane -----		1	1	367	293	660
County Care Hospitals for Insane -----		1	1	272	209	481
Almshouses -----				67	57	124
Jails and Penitentiaries -----				16	1	17
House of Good Shepherd -----					1	1
Glen Mills School for Boys -----					1	1
Glen Mills School for Girls -----					1	1
Williamsport Training School for Girls -----					1	1
Totals -----	142	67	209	1,009	794	1,803



# DETAILS SHOWING DISTRIBUTION OF EPILEPTICS.

## EPILEPTICS IN STATE HOSPITALS FOR THE INSANE (661).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Harrisburg -----				87	51	138
Danville -----		1	1	83	71	154
Norristown -----				132	112	244
Warren -----				42	37	79
Dixmont -----				19	22	41
Wernersville -----				4		4
Totals-----		1	1	367	293	660

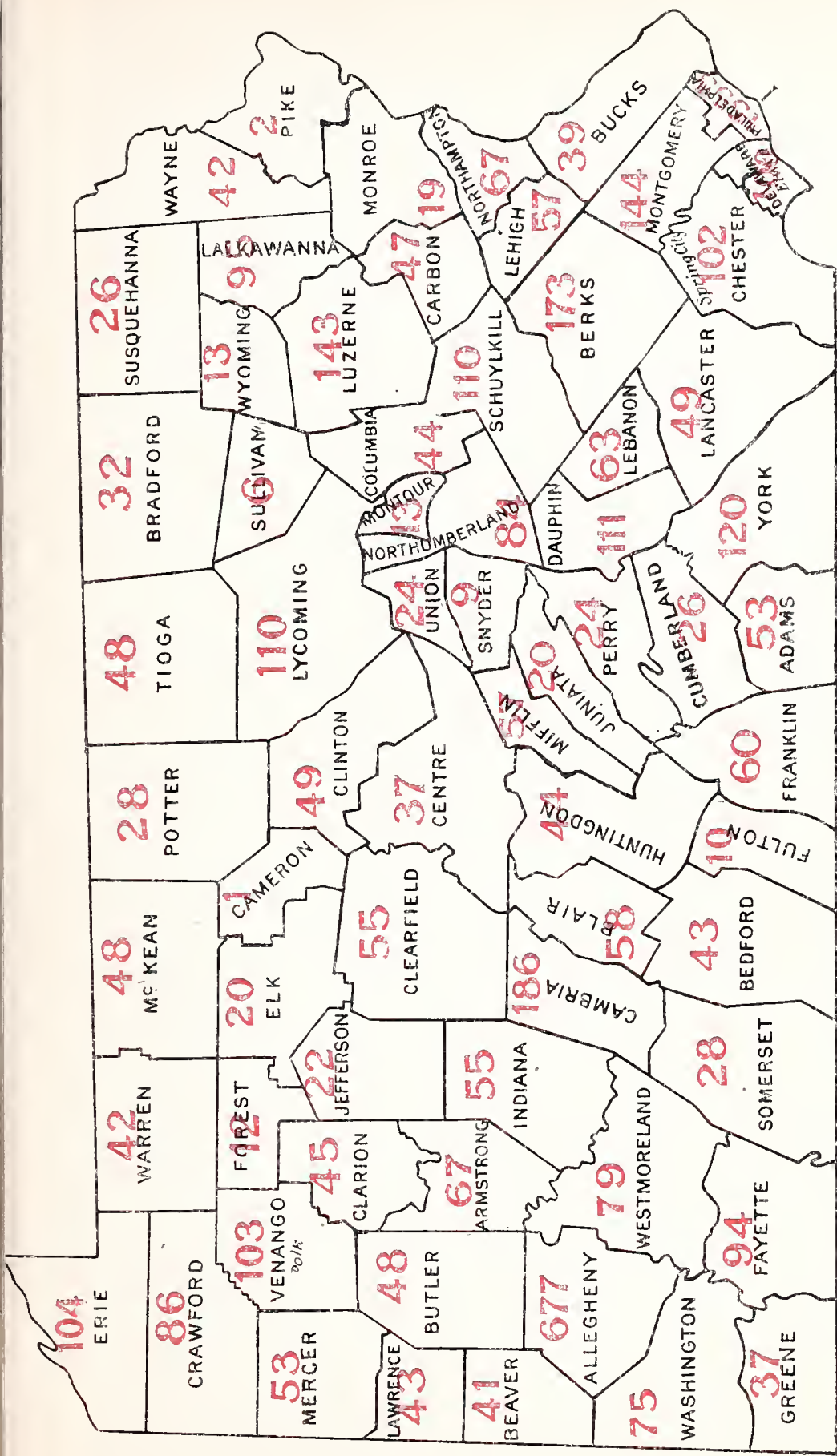
## EPILEPTICS IN COUNTY CARE INSTITUTIONS (482)

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Adams County Almshouse -----				4	5	9
Allegheny County Home -----				30	24	54
Blair County Hospital -----				12	8	20
Chester County Hospital -----				16	8	24
Erie County Home -----				4	2	6
Elk County Asylum -----				1		1
Franklin County Home -----				4	1	5
Lackawanna County, Blakely Home -----				1	1	2
Hillside Home -----		1	1	30	22	52
Lancaster County Hospital -----				11	14	25
Luzerne County Hospital (Retreat)-----				28	25	53
Mercer County Home -----				6	1	7
North Side City Home -----				7	2	9
Pittsburgh City Home and Hospital-----				21	20	41
Philadelphia Hospital (Insane Department)-----				81	73	154
Somerset County Hospital-----				7	1	8
Westmoreland County Home -----				9	2	11
Total-----		1	1	272	209	481

*Details Showing Distribution in Counties of Epileptic  
Persons—Continued.*

EPILEPTICS IN ALMSHOUSES (124).

	Under 16 years.			Over 16 years.		
	M.	F.	Total.	M.	F.	Total.
Beaver County Almshouse -----				2		2
Bedford County Almshouse -----				1	1	2
Berks County Almshouse -----				8	5	13
Bradford County Almshouse -----				3	6	9
Bucks County Almshouse -----					2	2
Butler County Almshouse -----					1	1
Cambria County Almshouse -----				8	3	11
Carbondale City Poorhouse, Lacka- wanna County -----					1	1
Clearfield County Almshouse -----				3	5	8
Crawford County Almshouse -----				1	1	2
Delaware County Almshouse -----				2	6	8
Greene County Almshouse -----				2		2
Huntingdon County Almshouse -----					2	2
Lebanon County Almshouse -----				2	3	5
Lehigh County Almshouse -----				3	2	5
Lycoming County, Williamsport Poorhouse -----				1		1
Mifflin County Almshouse -----				1	2	3
Middle Coal Field, Carbon County-----				2	2	4
New Milford Poorhouse -----					1	1
Northampton County Almshouse -----				6	1	7
Ransom Poor Farm, Lackawanna County -----				1		1
Schuylkill County Almshouse -----				7	5	12
Susquehanna and Oakland Township Poorhouse -----				1		1
Tioga County Almshouse -----				2	2	4
Venango County Almshouse -----				1		1
Washington County Almshouse -----				2		2
York County Almshouse -----				8	6	14
Total -----				67	57	124



This map shows the geographical distribution of five thousand nine hundred and seventy-seven (5,977) cases among the different Counties, including both those in the institutions and those on the waiting lists



## EPILEPTICS IN JAILS AND REFORMATORY (17).

	Over 16 years.		
	M.	F.	Total.
Eastern Penitentiary -----	3	-----	3
Western Penitentiary -----	2	1	3
Pennsylvania Industrial Reformatory -----	10	-----	10
Westmoreland County Prison -----	1	-----	1
Totals-----	16	1	17

The total number of epileptic persons in the State, reported by different institutions, was 208 under 16 years of age and 1,804 over 16 years, making a total of 2,012.

No data of value could be obtained on which to base an enumeration of the epileptics in the State, who are not receiving institutional care.

## RECAPITULATION.

FEEBLE-MINDED IN INSTITUTIONS (4,858).		
Class I:		
Under 16 years of age-----	765	
Over 16 years of age-----	1,498	
		2,263
Class II:		
Under 16 years of age-----	123	
Over 16 years of age-----	2,472	
		2,595
IDIOTS IN INSTITUTIONS (456).		
Under 16 years of age-----	136	
Over 16 years of age-----	320	
		456
EPILEPTICS IN INSTITUTIONS (2,012).		
Under 16 years of age-----	209	
Over 16 years of age-----	1,803	
		2,012
Aggregate number of feeble-minded, idiot and epileptic persons in institutions at time of making this report-----		7,326

It is, however, to be noted that very many, in fact nearly all, of these epileptics have already been included in the reports from institutions for the feeble-minded and the insane.

## FEEBLE-MINDED AND EPILEPTIC PERSONS IN PENNSYLVANIA NOT RECEIVING INSTITU- TIONAL CARE.

Upon taking up the problem of ascertaining the number of mental defectives at large in the community, the Commission first set to work to obtain the number of applications for admission into the existing institutions of this class, viz., Polk, Spring City and Elwyn. The arrangement of the table according to counties will illustrate the distribution according to locality of the class of feeble-minded believed to be suitable for institutional care.

### WAITING LISTS.

(1) STATE INSTITUTION FOR FEEBLE-MINDED OF WESTERN PENNSYLVANIA AT POLK (120).

	Under 16 years.		Over 16 years.		Total.
	M.	F.	M.	F.	
Allegheny -----	16	16	6	6	44
Armstrong -----			2		2
Blair -----	2	2			4
Butler -----	1				1
Cambria -----	1	2			3
Carbon -----		2			2
Center -----	3	1	3		7
Clinton -----	2		1		3
Crawford -----	1	1			2
Elk -----		2		1	3
Eric -----	4	2		2	8
Fayette -----	1				1
Franklin -----		1			1
Fulton -----			1		1
Greene -----			1		1
Huntingdon -----	1				1
Indiana -----			3	2	5
Lackawanna -----				1	1

*Feeble-minded and Epileptics Not Receiving Institutional  
Care—Continued.*

	Under 16 years.		Over 16 years.		Total.
	M.	F.	M.	F.	
Lawrence -----	1		3	1	5
Luzerne -----		3		1	4
Lycoming -----	1				1
Mercer -----		2	1	1	4
McKean -----		1	1		2
Northampton -----	1				1
Potter -----				2	2
Somerset -----		1			1
Venango -----			1		1
Washington -----	1				1
Warren -----	3				3
Westmoreland -----	1		3	1	5
Totals -----	40	36	26	18	120

(2) STATE INSTITUTION FOR THE FEEBLE-MINDED AND EPILEPTIC  
AT SPRING CITY (865).

	Under 16 years.		Over 16 years.		Total.
	M.	F.	M.	F.	
Allegheny -----		1			1
Armstrong -----		12		2	14
Beaver -----			1		1
Berks -----	2	7	1	3	13
Bradford -----		2	1	1	4
Bucks -----		4		4	8
Cambria -----			1	1	2
Carbon -----		1	2	1	4
Chester -----	1	3	3	1	8
Clearfield -----				1	1
Clinton -----				2	2
Columbia -----		1			1

*Feeble-minded and Epileptics Not Receiving Institutional  
Care—Continued.*

	Under 16 years.		Over 16 years.		Total.
	M.	F.	M.	F.	
Cumberland -----		1			1
Dauphin -----		7	2	2	11
Delaware -----	2	4	1	1	8
Erie -----		1			1
Franklin -----				1	1
Huntingdon -----				1	1
Lackawanna -----	2	5		2	9
Lancaster -----	1	1	2	1	5
Lebanon -----		1	1	1	3
Lehigh -----	3	2	1	1	7
Luzerne -----	7	8	4		19
Lycoming -----	2	1	1	1	5
Mifflin -----		12		2	14
Monroe -----			1		1
Montgomery -----	1	3	3		7
Montour -----		1			1
Northampton -----	1	4	1	2	8
Northumberland -----		8	1	2	11
Perry -----		1	1		2
Philadelphia -----	44	63	25	40	177
Potter -----	1			1	2
Schuylkill -----			1		1
Somerset -----			1		1
Tioga -----				2	2
Union -----				1	1
Wayne -----		2	1	1	4
Westmoreland -----				1	1
Wyoming -----			1		1
York -----		1			1
Totals -----	67	162	57	79	365



(3) PENNSYLVANIA TRAINING SCHOOL FOR FEEBLE-MINDED CHILDREN  
AT ELWYN, DELAWARE COUNTY, PA. (481).

	Under 16 years.	Over 16 years or doubtful.	Total.
Adams -----	1		1
Berks -----	5	15	20
Bradford -----		2	2
Bucks -----	2	5	7
Carbon -----		4	4
Chester -----	12	14	26
Columbia -----		3	3
Dauphin -----	4	12	16
Delaware -----	2	5	7
Franklin -----		5	5
Lackawanna -----	5	3	8
Lancaster -----	1	8	9
Lebanon -----	1	2	3
Lehigh -----	3	5	8
Luzerne -----	1	12	13
Lycoming -----		5	5
Monroe -----		1	1
Montgomery -----	7	12	19
Northampton -----		4	4
Northumberland -----	4	5	9
Perry -----		2	2
Philadelphia -----	84	173	257
Schuylkill -----	1	4	5
Susquehanna -----		1	1
Tioga -----		1	1
Union -----		5	5
Wayne -----		7	7
York -----	1	6	7
Western District -----		26	26
Total -----	134	347	481

The total number on all the waiting lists amounts to 966.

In the effort to obtain definite information as to the other mental defectives, who are not now in institutions, but who may require institutional care, the Committee visited the office of the Commissioner of Health of Pennsylvania, and afterwards that of the Superintendent of Public Instruction at the Capitol, but in each interview it was discovered that no statistics relating to the mental defectives had been gathered or reported by either the Health or the School Department of the State, and in only a few school districts had any attempt at such investigation been made. It was then decided to make a systematic effort to ascertain, if possible, the number of the feeble-minded and epileptic by correspondence directly with the Superintendents of School Districts and the County Medical Societies throughout the State. It was found that this inquiry also was barren of results. With the exception of Philadelphia, Allegheny, Chester and one or two other counties, there had been scarcely any attention given to the subject. It became evident that no accurate estimate of the number of these defectives, not already receiving institutional care, could be made with the resources and time at the command of the Commission. The lack of response containing statistical information from the physicians was a disappointment. It may be remarked, in this connection, that the United States Census Act of March 6, 1902, provided that the statistics of special classes, including the insane and the feeble-minded, should be hereafter restricted to institutions. The enumerations of all mental defectives in the community, including those not receiving institutional care, attempted by the United State Census authorities in the two preceding reports, were acknowledged to have been so incomplete and unsatisfactory as to be practically useless; and the effort to obtain the reports of defectives outside of the institutions had to be definitely abandoned.

On the other hand, an investigation previously directed

by the President of this Commission had already shown that the special group of "backward children" at school, who are commonly regarded as weak-minded, necessarily includes a large number of children suffering from adenoids, myopia, astigmatism and similar physical or neurasthenic conditions, as well as others who are merely stupid or dull, rather than weak-minded.

It seems proper that special mention should be made in this place of the valuable statistical and educational work already done in Philadelphia by the municipal authorities upon this subject of the feeble-minded of school age in connection with the medical inspection of schools. The pamphlets issued by the Department of Public Health and Charities, bearing the following titles: "The Number of the Feeble-Minded," "The Fate of the Feeble-Minded Woman," "The Degenerate Children of Feeble Minded Women," "The Transmission of Feeble-Mind," "Public Provision for the Feeble-Minded" (published in 1910), and the "Report of the Committee on Backward Children Investigation" (published in 1911), are all valuable contributions to the literature, and have unquestionably had a powerful influence in creating a strong public sentiment in this State upon the subject of mental hygiene.

A Royal Commission which was appointed a few years ago in England to investigate this subject and to report on the care and control of the feeble-minded in England, in view of the great difficulties encountered in making a complete census, was forced to abandon the attempt to obtain accurate returns. It was compelled to call in the aid of the medical profession to collect the information in certain selected districts which were considered typical. The returns varied from different areas from 1.1 to 4.54 per thousand of population, or an average of 3.28 per thousand of idiots, imbeciles and feeble-minded grouped under the head of Aments. One noteworthy result was that the urban population of six cities gave an average of 2.85 per thousand, while five

agricultural districts gave a proportion of 4.38 per thousand. It is possible that an explanation of this sociological phenomenon may be found in the lure of the city, which is felt more by the capable, ambitious and enterprising than it is by the dull and plodding in rural population. On the other hand, the incompetents also may be driven from the city, where they are in danger of starvation, and go to the country, where living is cheaper or charity more open-handed.

Among the numerous reports which have been received for the consideration and use of the Commission and from which much assistance was derived, special mention must be made of the Report on the Feeble-Minded and Epileptic of Pennsylvania, which was made to the Pennsylvania Conference of Charities and Correction. In fact it was the incentive furnished by the association named and the great interest in the subject shown by the Board of Public Charities that caused the present Commission to be created by the Assembly. Former investigations had clearly demonstrated the impossibility of obtaining definite information with regard to the numbers of the feeble-minded and epileptics at large in the community through the charity organizations, from which source substantial aid had been anticipated. Instances are not wanting in the records of these great charity organizations of isolated cases, or of families, of feeble-minded persons in dire need of material help, or of weak girls leading immoral lives, for whom custodial care is demanded; but the machinery of these charities is inadequate to the task of obtaining a complete record of the number of those who could be properly classed as feeble-minded and epileptic, and who are not already receiving institutional care, or whose names are not on the registry of applicants for admission to State institutions. The experience of failure, which the present Commission had with the medical and school authorities, was also reported by the Committee. Nevertheless the

results of its prior investigation brought very clearly to light the importance of this problem and the necessity of legislative action.

The great influence of heredity in producing mental defect, and the relations of this to pauperism, vagrancy, drunkenness and illegitimacy of children, has been insisted upon by all the correspondents. A large percentage of criminals and incorrigibles are mentally defective and sometimes epileptic. An estimate of the number of feeble-minded at large in the community, given by that Committee, was based upon the proportion of one mental defective to every three hundred and fifty (350) persons, or one in four hundred (400) as a conservative estimate, and one epileptic in 2,000 persons, the report stating that this "means more than 18,000 in the State of Pennsylvania, 7,000, at least, of whom are girls and women of the child-bearing age, who are not receiving institutional care of the right kind."

Further references to this question of the number of the feeble-minded will be found under the General Summary (p. 34) and Findings and Recommendations (p. 48).

### **THE FEEBLE-MINDED IN OTHER STATES.**

The following tabulated statement gives the results of a circular letter directed to each State in the Union requesting information. Responses were received from nearly every State, and the Commission here takes the opportunity of making full acknowledgment to the authorities of all the States who responded, and, indeed, to thank all its correspondents who have kindly supplied information and have materially aided in the present investigation.

#### **COPY OF LETTER TO OTHER STATES.**

“Dear Sir:—Has your State recently enacted any Special Legislation in relation to the subjects of feeble-mindedness and epilepsy? Or has your Legislature recently appointed a Commission upon these subjects? Or have reports of charitable organizations been made giving the results of systematic investigations carried on in your State upon feeble-mindedness or epilepsy?

“An early reply to these queries, with references, will be greatly appreciated by

“Yours, very respectfully,”

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### **PROVISION FOR THE FEEBLE-MINDED AND EPILEPTIC BY OTHER STATES.**

REPLIES TO CIRCULARS SENT JUNE 20, 1912, MAKING INQUIRY WITH REGARD TO RECENT LEGISLATION. (44 replies.)

**Alabama.** In 1907 the Legislature passed an Act to establish an epileptic colony, but no appropriation was made. A board has been appointed, however, and the necessary legislation may be secured this year (1912).



**California.** The Sonoma State Home for the Care and Training for Feeble-Minded Children, at Eldridge, Sonoma County, which admits epileptics; capacity, 600.

**Colorado.** In 1909 the Legislature appropriated \$70,000 for a school and home for mental defectives. The last Legislature appropriated \$117,000 to finish this institution. This institution was expected to begin operations July, 1912.

**Connecticut.** The General Assembly of 1909 passed an Act for the establishment of a colony for epileptics, which is now in operation. There is also an institution to which the State sends imbecile children—the Connecticut School for Imbeciles, at Lakeville, Litchfield County; capacity, 340.

**Dakota, North.** Has an institution for the feeble-minded at Grafton, Walsh County; capacity, 85.

**Dakota, South.** Has a school for the feeble-minded at Redfield, Spink County, operating in connection with the Northern Hospital for the Insane.

**Georgia.** Has a State Sanitarium for Insane Epileptics, Milledgeville, Baldwin County.

**Idaho.** An institution for the feeble-minded was established by the last Legislature, to be located at Nampa.

**Illinois.** Has an asylum for feeble-minded children at Lincoln, Logan County; capacity, 1,400. Some years ago an Act was passed by the Legislature to create an epileptic colony, but no appropriation has been made to carry this into effect. It was hoped that the means would be provided by the General Assembly at the next session.

**Indiana.** A school for feeble-minded youth at Fort Wayne, Allen County; capacity, 1,000.

**Iowa.** Institution for feeble-minded children, at Glenwood, Mills County; capacity, 200.

**Kansas.** Home for feeble-minded youth, at Winfield, Cowley County; capacity, 500; and also a State Hospital for Epileptics, at Parsons, Labette County.

**Kentucky.** Institution for feeble-minded children, at Frankfort; capacity, 200.

**Maine.** School for Feeble-Minded, at West Pownal, Cumberland County.

**Maryland.** Asylum and Training School for Feeble-Minded, Owings Mills, Baltimore; capacity, 150.

**Massachusetts.** The Massachusetts School for the Feeble-Minded, situated at Waverly, Middlesex County, with colony farm at Templeton; capacity, 1,300. It has a State School, at Wrentham, for children; capacity, 400, and also a State hospital for epileptics, at Monson, Hampden County.

Delinquent women and girls are sent to Sherborne Reformatory, boys to Concord Reformatory, and men to State Farm, at Bridgewater.

**Michigan.** The Michigan Home for the Feeble-Minded and Epileptic, at Lapeer, was established by the Legislature in 1893; capacity, 600. All classes of feeble-minded and epileptic persons above the age of six years are received upon commitment by the Probate Court. A special Commissioner has been investigating feeble-mindedness in this State, for the State Board of Health, for a year.

**Minnesota.** School for Feeble-Minded, at Faribault, Rice County; capacity, 1,000. Also cares for feeble-minded epileptics in a special colony.

**Missouri.** Has a special colony for feeble-minded and epileptics at Marshall, Saline County, Mo., operating under the State Board of Charities and Correction; capacity, 200.

**Montana.** Training School for Backward Children, at Boulder, Jefferson County.



**Nebraska.** Institution for Feeble-Minded Youth, at Beatrice, Gage County; capacity, 360. Also takes epileptics.

**New Hampshire.** Has a school for feeble-minded children, at Laconia, Belknap County; capacity, 70. An attempt to provide for the epileptics failed at the last session of the Legislature, but will be renewed this year.

**New Jersey.** In 1909 the Governor appointed a Commission which is still in operation and has published three reports. There is a State Institution for Feeble-Minded Women at Vineland; capacity, 150; and a State village for epileptics and feeble-minded at Skillman. Also a private institution for children, known as "The Training School," at Vineland, with a capacity of 500, at which the State maintains about 300 children.

**New York.** At the recent session of the Legislature a Commission was authorized to pass upon the sterilization of the mentally defective, dependents and others (Chapter 445, Laws of 1912). The subject of epilepsy has been recently investigated at the Carnegie Laboratory. The State of New York has in all five institutions for the feeble-minded and epileptic classes: (1) the State Custodial Asylum for Feeble-Minded Women, at Newark, Wayne County; capacity, 788. (2) Institution for Feeble-Minded Children, at Syracuse; capacity, 548. (3) State Custodial Asylum, at Rome, for Feeble-Minded Persons and Idiots; capacity, 1,300. (4) Letchworth Village, at Theils, for Epileptics and Feeble-Minded Persons; capacity, 60; and (5) Craig Colony for Epileptics, Sonyea; capacity, 1,400. The City of New York has a School for Feeble-Minded Children (capacity, 500) and a Custodial Institution (capacity, 1,300) on Randall's Island, in connection with the Children's Hospital. The State, however, contributes towards the support of the alien poor patients in these institutions.

**North Carolina.** The last Legislature appropriated \$60,000 for a training school for the feeble-minded, to be located at Washington, N. C. Two years ago an epileptic village was instituted in connection with the insane hospital, at Raleigh, known as Dix Hill State Hospital.

**Ohio.** The Institution for Feeble-Minded Youth, at Columbus, Franklin County (capacity, 1,215), was originally intended only for children, but has been enlarged so as to include a custodial department for adults of both sexes. A farm colony of about 1,200 acres, located about fourteen miles from the original institution, is now in operation for the care and employment of feeble-minded men. There is an institution for the exclusive treatment and care of epileptics.

“The institutions for both classes do not have sufficient capacity to care for all who should be in custody.”

**Oklahoma.** An Institution for Feeble-Minded and Idiotic Children was established at Enid in 1909 by the Legislature, and has barely gotten in operation.

**Pennsylvania.** (See page 45.)

**Rhode Island.** Has a school for the feeble-minded at Exeter, instituted by the State in 1907. Capacity, 50 boys and 60 girls (when completed). The United States Census report also gives a similar institution at Slocum, Washington County.

**Texas.** Has an institution for epileptics at Abilene.

**Utah.** Four years ago the Legislature made provision for a separate department in the State Mental Hospital, at Provo, Utah County, for the care and treatment of feeble-minded, and sane, epileptics. It has a school and manual training department for inmates and also for day pupils.

**Virginia.** The General Assembly, in 1910, appointed a Commission to investigate the number and condition of the feeble-minded in Virginia, other than the insane and

epileptic. This investigation was continued by the Legislature of 1912. This Commission has published two annual reports. The Legislature, by its recommendation, appropriated \$15,000 to build and equip a custodial home on the grounds of the Virginia Epileptic Colony for fifty feeble-minded women of child-bearing age. This institution is situated at Madison Heights and was opened in 1910.

**Washington.** An Institution for Feeble-Minded and Epileptics, at Medieal Lake, Spokane County. School for Defective Children, at Vaneouver; capacity, 100.

**West Virginia.** Has an asylum for insane, feeble-minded and epileptics at Huntingdon, Cabell County; capacity, 150.

**Wisconsin.** The Legislature of 1907 created a Commission to investigate insanity, feeble-mindedness and epilepsy, but its report has not yet appeared.

The Winconsin Home for the Feeble-Minded, at Chippewa Falls, was established in 1896. No separate institution has yet been created for epileptics, although probably one-third of the inmates are epileptic. "There are 1,100 inmates in this home, and there are probably 3,000 altogether in the State who should have institutional care."

**Wyoming.** The Legislature, in 1911, appropriated money to finish an institution for feeble-minded and epileptic persons at Lander, and it was opened June 20, 1912.

The following States report no recent legislation on the subject: New Mexico, Arizona, Delaware, Montana, Mississippi, Vermont, Nebraska, Florida, Tennessee.

## GENERAL SUMMARY.

**Definition of Terms.**—Feebleness of mind, imbecility, idiocy, constitutional inferiority, and amentia, are terms used to indicate a notable and permanent deficiency of intelligence characterizing certain individuals. "It is a state of mental defect from birth, or from an early age, due to incomplete cerebral development, in consequence of which the person affected is unable to perform his duties as a member of society in the position in life to which he was born." On the moral plane also there is frequently marked deficiency.

By the laws of Pennsylvania this condition is held to be a form of mental unsoundness. It differs from insanity, which is a loss, or aberration, of the mind due to disease or neurotic degeneration, whereas amentia always implies defect or imperfection. It is a stunted condition, and an imbecile is a "mental dwarf."

A moron is a high grade imbecile. Delinquent feeble-minded persons are those who have committed some offence against the law. The dependent feeble-minded are those who are unable to provide for themselves and are dependent upon others for their support. Indigent persons are those who are supported in whole or in part by the poor authorities. The term idiot is now generally restricted to the lowest class of the feeble-minded, although it formerly was used in a much more comprehensive application. The term feeble-minded is a general title applied to all mental defectives, but it has been used occasionally in a restricted sense by some authorities as if referring only to the highest grade, or morons.

Epilepsy is a pathological condition manifested by sudden paroxysms, recurring at variable intervals of time, usually characterized by either local or general

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\* The definition of Amentia here quoted is that which is generally accepted by writers on the subject, and is taken from Dr. A. F. Tredgold's recent work on "Mental Deficiency."

muscular twitchings or convulsions of a few moments' duration, followed by stupor, mental disorder, or suspension of consciousness, during which deeds of violence may be committed.

Psychic epilepsy is where the muscular convulsions are suppressed, and the paroxysm is limited to mental symptoms. Epilepsy has been termed the "falling sickness," because when the fit comes on the person usually falls to the ground. Mild attacks are known as Epileptiform Convulsions or *Petit Mal*. The mental affections following the paroxysms are called by alienists "Epileptic Psychoses." Individuals subject to these attacks are classed as epileptics, no matter what may be the special character which they illustrate.

The tendency of repeated epileptic attacks is to cause mental deterioration of the nature of dementia. On the other hand, cases of feebleness of mind, and also of insanity, are very liable to have epilepsy as a complication. In the case of young, feeble-minded individuals, there is a special tendency to the development of the form of insanity known as "dementia precox." The feeble-minded subject may lose the small amount of mind that he has and become insane, and therefore a proper subject for detention in an institution where the insane are received for care and treatment. In the same manner the epileptic may be received into institutions of this class for the treatment of a temporary psychosis, or he may require permanent detention, owing to persistent mental disorder, or to an uncontrollable tendency to commit deeds of violence.

The sane epileptic is one in whom mental disturbance is not evident, or is limited to somnolency, or dullness, for a short period after the attack. However, cases of this kind were classed among the mental defectives, by the English Royal Commission on the Care and Control of the Feeble-Minded.



## CLASSIFICATION OF AMENTS.

The United States Government, in its immigrant legislation, recognizes three groups of mental defectives as distinct from insanity; namely, idiots, imbeciles, and feeble-minded persons. For instance: Section 13 of the Immigration Act (passed February 20, 1907), makes the captain of the steamer certify

“to the effect that he has caused the surgeon of said vessel sailing therewith to make a physical and oral examination of each of said aliens, and that from the report of said surgeon and from his own investigation, he believes that no one of said aliens is **an idiot**, or **imbecile**, or a **feeble-minded** person, or **insane** person.”

This classification, which was adopted by the English Parliamentary Commission of 1908, is that which has been favored by the great majority of the correspondents. Three grades of amentia or feebleness of mind are recognized:

(1) Idiots constitute the lowest grade of aments. An idiot is a person so defective in mind from birth, or from an early age, that he is unable to guard himself from common physical dangers.

(2) Imbeciles make up an intermediate group of aments between the lowest and the highest grade. An imbecile is one who by reason of mental defect existing from birth, or an early age, is incapable of earning his living, but is capable of guarding himself against common physical dangers.

The idio-imbecile is on the border line, or just above ordinary idiots in intelligence.

(3) Morons constitute the highest grade of the feeble-minded or aments. A defective of this type is defined as one who is capable of earning a living under favorable circumstances, but who, owing to mental defect from

birth or from an early age, is not capable of competing on equal terms with his normal associates, or of managing himself or his property with ordinary prudence. A few morons present a one-sided development, exhibiting extraordinary ability in some special field, or aptitude for acquiring certain accomplishments, but possessing very limited capacity in all other directions of effort. A small group known as "moral imbeciles" or "perverts" are remarkably deficient in perception of ethical duties. The delinquent feeble-minded frequently come from this group, which is not so much immoral as it is unmoral, possessing merely the animal type of mind. These make up the "hard cases" and the so-called "born criminals," and are more frequently found in jails and reformatories than in institutions for the feeble-minded. Even in the latter class of institutions, the delinquents cannot with propriety be kept with the ordinary feeble-minded children, but need special custodial institutions.

The feeble-minded girl of child-bearing age, to whom so much attention is now being directed by social workers and charity organizations, is usually of the moron class. Backward children at school may be either imbeciles or morons; but they also may be suffering from some physical conditions, such as deafness, optical defects, or adenoids. In some cases, the arrest of mental development may not be permanent, and such children, when placed under better conditions, in one of our training schools, or even in a special class for backward children at the public school, may recover mental power to a sufficient extent to develop into self-supporting and useful members of society. These cases, however, are of comparatively rare occurrence, and in the overwhelming majority of instances the arrest of development is permanent, and the child-type of mind continues through the remainder of life.

All the preceding forms are included under amentia, or feeble-mindedness, which covers every form of mental defect except insanity.

Mental unsoundness, therefore, is of two kinds:

- (1) Amentia: Arrested development of brain.....
- |   |  |
|---|--|
| { | Idioey<br>Imbecility<br>Feeble-mindedness<br>of the moron type |
|---|--|
- (2) Insanity: Loss of reason from accident or disease.

**Nota bene:** All forms of mental unsoundness, or brain abnormalities, are liable to be complicated by epilepsy, and convulsions may also occur in cases where the brain is apparently normal.

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### THE NUMBER OF AMENTS IN PENNSYLVANIA,

As regards the number of the feeble-minded of the three classes, it was found that comparatively little trouble was experienced in obtaining a census of the first group. Idiots are so helpless, they require so much personal care, and they are such an unpleasant burden, that parents usually are more than willing to part with them. They, therefore, are found almost exclusively among the inmates of the various custodial institutions. In the present investigation, there were reported in State Hospitals for the Insane, 58 idiots; in feeble-minded institutions, 268 idiots; in county insane hospitals, 74; and in poor farms and almshouses there were 56, making a total of 456 idiots in these institutions.

Of those who are living in the community, outside of institutions, no estimate is here made, but they are believed to be comparatively few. Letters written to physicians in all parts of the State only succeeded in obtaining reports of sixty-eight unclassified cases of no value for statistical purposes.

The present standard of treatment for idiots in this Commonwealth may be regarded as being fairly satisfactory,



as they require, generally speaking, only humane, custodial care, which they are now receiving. Nevertheless, if the State shall accept our recommendation to provide accommodations for all of these low-grade feeble-minded in properly classified institutions, it will afford great relief to the hospitals for the insane, by removing a class of mental defectives who are not insane, and who should not be sent to hospitals for the insane, but always to institutions for the feeble-minded. It will also remove them from the almshouses, where they are likewise out of place, and where they are not as well cared for as if they were in appropriate institutions, designed and conducted with special view to their necessities and comfort.

2. With regard to the imbecile group, or intermediate class, of aments, it is also the fact that a very large majority are already placed in institutions; and of those at large, probably nearly all are applicants for custodial care. Although imbeciles require less personal service than do idiots, as they are able to guard themselves against common physical dangers, they still are not able to earn their own living. They are therefore doomed to lead a parasitic existence, and are a burden to their relatives, if they have any, and a nuisance to the community at large, although not very prone to propagation. The aggregate number of these in Pennsylvania, either in custodial institutions or seeking admission, cannot be exactly stated, as in the returns from some of the hospitals, and in the correspondence generally, they are grouped either with the idiots, as idio-imbeciles, or with the moron class. They constitute, probably on account of their demand for custodial care, a large proportion of the 4,858 enumerated as "feeble-minded" in the reports which appeared in a preceding section.

3. Regarding the group of morons, or high grade feeble-minded, they are able not only to care for themselves, but also to acquire more or less education and technical training, and, under favorable circumstances,

they are able to earn their own living. The difficulty of accurate enumeration of those existing at large in the community is therefore very great, and it is greater among adults than children. In fact, the only reliable information obtainable is that derived from the systematic medical examination of children of school age, and particularly of those now attending the public schools of Philadelphia. At present this system has not been sufficiently developed to be of any practical service in the collection of statistics for this investigation, although in Philadelphia and in Chester County much work has already been performed in this field. Reference has already been made to the work done in Philadelphia, where there are 187,405 children of school age. There are 1,600 now in the special classes for backward children in the public schools of Philadelphia, and more classes should be formed. These classes include truant, incorrigible and backward children, and all are regarded as being mentally defective in a greater or less degree.

From West Chester it was reported that out of 210 children who had repeatedly failed, 44 were probably mentally defective and should receive special medical attention. The reporter insisted that backward children, who do not pass examinations, should be subjected to psychological tests to determine whether or not the cause of the failure is feebleness of mind; and advised that every child found to be defective should be subject to visitation and supervision, and reports made from time to time as to its proper care. Imbeciles should be reported to the health authorities, and not be allowed to marry. Legislation is needed to compel the segregation of feeble-minded and epileptic persons and to forbid the marriage of all mental defectives. The proportion of the feeble-minded among children of school age (between six and sixteen years) is given by this reporter as being between one and seven-eighths and two per cent. of the whole number of attendants.

If the proportion of two per 100 should be adopted, then among the 1,448,000 children now in Pennsylvania, between six and sixteen years of age, there would be no less than 28,960 feeble-minded.

It is undoubtedly a fact that among this group of high grade feeble-minded persons of moron type some are delinquent, and these sooner or later generally find their way into the reformatories and jails. It is estimated that thirty per cent. or more of the inmates of penal institutions would be pronounced mentally defective if examined by alienists, and this proportion increases very decidedly among the old offenders who have had many convictions. The permanent population of the almshouses, unless crippled in body or dotards, consists almost entirely of mental defectives, and on this ground it is claimed, with some logical force, that almshouses should have medical superintendents.

A still larger proportion of delinquent children are mentally defective. Correspondence has revealed that, in the reformatories at Darlington and Glen Mills there are 140 inmates who are regarded as markedly deficient. In his report, the Superintendent of Glen Mills called attention to the difficulty of diagnosis and enumeration "because there are so many sub-normal and defective children who are not so pronouncedly feeble-minded that they would be considered fit subjects for an institution for those so afflicted." And yet, if these sub-normal children were found at large in the community, they would be among the backward children and probably classed as mental defectives. This illustrates the great difficulty of diagnosis of the different groups of the higher types of the feeble-minded.

Before a survey or census of the higher grade feeble-minded persons is seriously undertaken, therefore, it will first be necessary to clearly designate the limits of ordinary intelligence, so that we may assume that individuals possessing mental endowment demonstrably be-

low this standard shall be authoritatively declared to be defective. In other words, a type of mind must be established as a normal standard for the age, race and social status of each individual, and he who falls below this to a recognizable degree is *ipso facto* feeble-minded.

As a matter of fact, no such standard has anywhere been established, and the borderline between soundness and unsoundness of mind is elusive and vague. As morons of the first class are, under favorable circumstances, able to earn their own support and to take care of themselves, they merge insensibly into the general population. Their peculiarities and unconventional lapses attract very little attention, except where they are of the "moral imbecile" type, or illustrate criminal proclivities which bring them into notice as delinquents.

But, until these individuals become delinquents or dependents, they are a part of the general community, from which they cannot readily be distinguished. For this reason the exact number of the higher class of the moron type cannot be computed. It may be that there are 18,000 at large in Pennsylvania, or there may be 15,000 or only 10,000, but the number is probably much greater than those who are now reported as receiving institutional care. The stated number must necessarily vary with the degree of mentality which is taken as a standard, and also, undoubtedly, is affected by the personal equation of the observer. If all backward children, psychopathic personalities, cranks and degenerates are to be included in the group of feeble-minded, the aggregate in Pennsylvania may be greater than the highest estimate mentioned. Truly "a great multitude which no man could number."

There are, unfortunately, no obtainable data upon which to base even an approximate estimate of the number of feeble-minded women of the moron type and of child-bearing age, who are at large in the community, and for whom provision by the State might be demanded.

## STATUS OF THE FEEBLE-MINDED AND EPILEPTIC.

The status of the mental defective classes may be considered from the legal, moral, industrial and social points of view.

(1) Legally, feeble-mindedness, as a condition of mental unsoundness, is regarded as a disqualification in law, and in practice is universally accepted as a plea in extenuation for delinquency. Where the mental disability is of a degree which renders the afflicted individuals unfit for citizenship, or a menace to the peace, they are regarded and treated as anti-social beings, and may be permanently segregated in institutions especially constructed for their reception and care. The condition of mind in amentia is irremediable, the segregation as the rule should therefore be permanent. The condition could not be more tersely described than in the words of Blackstone: "An idiot, or natural fool, is one that hath had no understanding from his nativity, and, therefore, is by law presumed never likely to attain any."

For imbeciles and morons incompetent to manage their own affairs the Courts appoint guardians or committees of the person and estate, thus recognizing the fact that, by perpetual infirmity, such persons are doomed to life-long childhood and dependency.

(2) The status of aments from the moral, industrial and social standpoint may be briefly comprehended in the term "inferiority." They are not only deficient in mind, but they are weak and unstable in will, lacking in self-control, and motivated by unconventional standards of conduct. As mentally unsound, they are universally acknowledged to be irresponsible for their actions in proportion to the degree of existing mental defect.

(3) Industrially the higher classes of morons in institutions may be made to be self-supporting, and even the middle class may perform useful farm and garden



labor, or technical work of a simple kind if under institutional care.

(4) Socially, the feeble-minded at large in the community constitute a very grave and complex problem. The questions arising from poverty, degradation of body and mind, and delinquency are intimately related to, and inextricably commingled with, this condition of amentia. One thing is certain, however, and that is the fact that reckoning must be taken of this large class of irresponsible, defective citizens, who are a menace to the rest of the community. Mr. Thomas Holmes, Secretary of the Howard Association, has forcefully called attention to this fact in a work recently published, entitled "London's Underworld." He declares that "there exists a large class of persons who are utterly incapable of fulfilling the duties of decent citizenship. It may be that they are wicked, and it is certain that they are weak; but whether wicked or weak, they have descended by the law of moral gravitation and have found their level in the lowest depths of civilized life \* \* \* and are now quite content with their present conditions. Whether born of refined parents, or of rude and ignorant parents, whether coming from a tramping stock or from settled home life, they have one thing in common: it is this—the life they live has a powerful attraction for them; they could not, if they would, and would not, if they could, live lives that demand decency, discipline and industry. Nothing but compulsion will ever induce them to submit themselves to disciplined life."

The time appears to have come for society to take active steps to control vagrancy. If a man has no home, it is to the interest of the community and within the police powers of the State to inquire why he is homeless. Professional tramps and vagabonds are regarded as mental defectives and should be permanently detained and made to work. Provision should be made by society for

all persons who are hopelessly crippled or disabled, so that they may not become criminals or vagrants. Reform schools are required for young delinquents, both for those who are known to be mentally defective and those not so classified. Finally, but of primary consequence—and here Mr. Holmes again is quoted—“provision should be made by competent authority for all of the feeble-minded, and especially of the women of child-bearing age who are mentally defective. As there does not seem to be any other constituted authority of sufficient power and means to undertake this work, it is clearly a function which can be and should be assumed by the State.”

In the meantime a system of medical inspection of schools and the registration of imbeciles, the supervision of lodging houses, and co-ordination of charity organizations so as to form a State-wide society with branches in every poor district throughout the State, should be encouraged and approved by the authorities of the Commonwealth, as well as by all others who are interested in the progress of civilization and the preservation of proper standards of living.

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#### PROVISION FOR THE FEEBLE-MINDED AND EPILEPTIC BY PENNSYLVANIA.

The State care of the class of indigent, mental defectives in Pennsylvania began with the Act which created the State Lunatic Hospital, at Harrisburg, which was approved April 14, 1845. At that time the term “lunatic” included both the insane and idiots. Up to the date of the establishment of the Institution for Feeble-Minded, at Polk, Venango County (which was approved June 3, 1893), the term “lunatic” was generally construed to “mean and include any person of unsound mind whether he may have been such from his nativity, as idiot, or have



become such from any cause whatever." (Act relating to Lunatics and Habitual Drunkards, P. L. 1835-6, p. 589.) Consequently both the feeble-minded and insane who required custodial care could be legally committed to the institutions for the insane. The first provision for the training of feeble-minded children in this Commonwealth was by an appropriation which was made when the Pennsylvania Training School for Idiots and Feeble-Minded Children was established at Elwyn, Delaware County, in 1853. By the creation of the institutions at Polk and Spring City, especially designed for the care of the feeble-minded, the State has positively and finally established the distinction between the two classes of institutions: (1) those for the insane, and (2) those for the care of the feeble-minded.

Pennsylvania has the following institutions specifically devoted to the care of feeble-minded and epileptic persons:

(1) The Western Pennsylvania State Institution for the Feeble-Minded, situated at Polk, Venango County, which is especially designed for feeble-minded children, but also may accept adults of inoffensive habits. It also has some epileptics. Total capacity, 1,600.

(2) The Eastern Pennsylvania State Institution for Feeble-Minded and Epileptics, at Spring City, Chester County. This institution is intended for both sexes, but is incomplete, and now has a capacity for 500 boys. The department for girls is on the unfinished plan (same capacity).

The Pennsylvania Training School for Idiotic and Feeble-Minded Children, at Elwyn (capacity, 1,100), is a State-aided, private institution. The State supports 700 inmates by special Act of Legislature (\$280,000 for two years).

There are two colonies of epileptics under private management, but which are aided by the State by special appropriations:

(1) Pennsylvania Colony for Epileptics, Oakbourne, Delaware County; capacity, 90.

(2) The Passavant Memorial Home, Rochester, Beaver County; capacity, 65.

The Legislature of 1911 made an appropriation of \$200,000 towards the Philadelphia Institution for Feeble-Minded, at Byberry, which is now under construction. It is, at least at its beginning, intended to be especially devoted to the imbecile and moron types of defective women. Its capacity will be 500.

## FINDINGS AND RECOMMENDATIONS.

### FINDINGS.

#### **As to the Number of Aments in Pennsylvania.**

The ament class of mental defectives in this Commonwealth, on May 31, 1912, was composed of a certain number (over 5,000) of feeble-minded persons, who were receiving institutional care, and an uncertain number outside of institutions, distributed among the general community, estimated to be twice as many, therefore, the entire number may aggregate about 15,000 of all classes. Of those at large, 966, or nearly one thousand, are applicants for institutional care, and their names are to be found upon the waiting lists at Polk, Spring City, and Elwyn. Of the 9,000 assumed to be remaining in the community at large, some are to be found in special classes for backward children at the public schools and also in the private schools. A larger number are in the reformatories, houses of refuge, jails and penitentiaries. Many are permanent residents of almshouses and work-houses; others are homeless vagrants. Probably, by far the largest number are more or less self-supporting at some form of unskilled labor. Of this group comparatively few become delinquents, and thus come under the notice of the police authorities, or become dependents and get their names on the lists of charity organizations. Probably, by far the majority of the morons at large in the community are neither dependents nor delinquents, and under existing legislation not subject to commitment for institutional care.

#### **As to the Cause of Amentia.**

It is a fact now universally accepted that the condition of feebleness of mind is almost entirely due to hereditary influence. Thus, the offspring of two feeble-minded parents is always feeble-minded; where only one parent is

feeble-minded, this defect will appear in about half the children; but it may be latent in the remaining children, and may re-appear in subsequent generations. A feeble-minded child may thus be the offspring of apparently normal parents through an earlier defective ancestor. Alcoholism, immorality and poverty degrade body and mind, but in most instances it is probably true that they are the results of this condition rather than the cause. They are certainly contributory causes, and as such present in themselves serious social and medico-legal problems for consideration.

It is believed by some good authorities, however, that a more direct relation can be traced between inebriety and mental defect, especially in the offspring of drunken parents. It has been asserted, with much appearance of truth, that fathers suffering with alcoholism beget imbecile and epileptic children; but this teaching has not been universally established among alienists. If further investigation shall prove that this is true, the State will have an additional reason, and a greatly increased interest, in the movement for adopting stricter regulations controlling the sale to the public of all intoxicating drugs, but especially alcohol.

#### **As to Preventive Measures.**

On account of the hereditary character of mental defect, it is important for the State to take some effective steps toward limiting the increase of the number of feeble-minded. Two principal methods have been pursued to accomplish this important result: (1) Segregation of the Feeble-minded in classified institutions, keeping the adults of the different sexes widely separated, and (2) sterilization or asexualization. The method of depriving individuals of procreative power by surgical procedure is approved by high authority among alienists. This expedient indeed has been legalized by several States of the Union for mental defectives and confirmed criminals: California, Connecticut, Indiana, Iowa, Nevada, New Jersey,

New York and Washington. Bills are pending before the Legislatures of several other States, in which the operative procedure known as "Vasectomy" is approved for chronic insane or defective male patients, with certain restrictions. At the last session of Legislature of New York a Commission was appointed to investigate this matter. Such an Act was also presented before the last session of the Assembly of Pennsylvania, but failed to become a law. This was entitled "An Act to prevent the procreation of idiots, imbeciles, and feeble-minded persons by the process of sterilization under certain circumstances, and prescribing the conditions under which it may be performed," and it has come up again for action at the present session. This appears to be a conservative measure, throwing every necessary safeguard around the individual, even requiring the authority of the Courts before it can be done at all. The operation has been already performed with consent of parents or guardians in some institutions in Pennsylvania, and it is believed it might well be legalized and practiced in selected cases with benefit.

#### **As to Segregation.**

Segregation of the feeble-minded of the institutional type, however, will continue to remain the principal means of protection which society can provide. Sterilization may be more effective and more economical than segregation, and yet, taking into consideration the comparatively small proportion of the whole number upon whom it could legally be performed, and also the rigor of the personal safeguards by which it would be surrounded, it must have but a limited degree of efficiency as compared with the older method of institutional care.

#### **As to the Feeble-Minded Woman of Child-Bearing Age.**

As this class constitutes a grave menace to society, the Commission is firmly convinced that sterilization, or compulsory, custodial provision of such character as to prevent further increase of mental defectives (or both)

should be provided for. The time appears to have come when the State, for its own protection, is compelled to assume control over a class which is now spreading immorality and disease, and which is steadily increasing the number of defective delinquents and criminals. However, as the public, in our opinion, is not quite ready to endorse so drastic a measure, we do not present a bill covering this view at this time.

#### **As to Plans for Institutions.**

As regards the plans for institutions, it is the opinion of the Commission, speaking in a general way, that the buildings must admit of proper classification of the inmates, and therefore must be comparatively large, so as to include a group of small, component colonies. Thus, an institution should primarily provide a large central group of buildings for a training school for children of teachable capacity under sixteen years of age. Provision must be also made for an asylum for idiots, and subsidiary institutions for male and female adults, widely separated. Buildings of distinctly custodial character should be constructed for delinquents. Or special provision might be made in other institutions as in Massachusetts. (Page 30.)

#### **As to Ground Space Required.**

Such an institution would require about one acre of ground for each inmate, and should be so situated as to be convenient of access by railroad, but necessarily somewhat remote from large cities, and in an agricultural neighborhood.

#### **As to Present Provision in Pennsylvania for Feeble-Minded.**

The Commission, by its correspondence with other States (see page 28), has brought to light an interesting fact, which is highly creditable to the liberality of the citizens of Pennsylvania. It appears that the provision of institutions for the feeble-minded by this State



is actually larger than that by any other State in the Union, and no other State has as large a number of this class receiving State care as Pennsylvania. Thus, Polk has a present bed capacity of 1,600; Spring City, 500; Elwyn, 1,100; making an aggregate of 3,200 beds. When Spring City is finished, according to present plans, it will add 500 more to this total. These plans, however, will extend very much beyond the present capacity, so that Spring City will ultimately have room for 1,500 more. The Philadelphia Institution for the Feeble-Minded, now under construction, will provide accommodations for 500 additional aments, thus increasing the prospective bed capacity to 5,200 in State and semi-State institutions in Pennsylvania. In point of fact, the total number of feeble-minded persons of all grades now receiving institutional care of all kinds in this Commonwealth is actually 5,314 at the time of making this report.

#### **As to the Provision for Epileptics.**

There are at the present time 1,724 persons who are classed as epileptics in our institutions for the feeble-minded and the insane. The epileptics are regarded by good authorities as being out of place in these two classes of institutions, where they are a disturbing element. Special provision is needed of an institution for this unfortunate class, and preferably in a colony which can receive the sane epileptic for treatment as well as the defective, delinquent or insane epileptic. This Commonwealth has one State institution, The Eastern Pennsylvania Institution for Feeble-Minded and Epileptic (capacity, 500), and two State-aided colonies at Oakbourne and Rochester (capacity, 150).

#### **As to the Presence of Indigent Aliens in State Institutions.**

The attention of the Commission has been attracted to the presence in State institutions for the feeble-minded, as well as in hospitals for the insane, of a considerable



number of persons of foreign birth, who are not American citizens and have been in this country only a few years. The authorities in charge of these institutions report an increasing number of indigent aliens among the population. From the statistics of hospitals for the insane, in a neighboring State, it has been ascertained that the increase in the proportion of insanity above that which would be accounted for by the normal increase of the population can be directly traced to the extraordinary increase during recent years in the number of immigrants from Europe. The attention of the United States Immigration authorities has been already directed to this condition, and the State of New York has appointed a Special Commission to investigate and report upon the alien insane, which has invited other States to take part in a conference. The Governor of Pennsylvania has appointed the Secretary of the Committee on Lunacy to represent Pennsylvania in the conference.

#### **As to Supervision.**

In Pennsylvania the supervision of the feeble-minded is only a general one, and is now a function of the Board of Public Charities. In many other States the supervision of all classes of mental defect and disorder is vested in a Committee on Lunacy in those States in which such special organization has been established by the Legislature.

## RECOMMENDATIONS.

The passage of an Act increasing the scope of the Eastern Pennsylvania Institution for the Feeble-Minded and Epileptic, at Spring City, so as to make it a general institution for all classes.

The passage of appropriation Acts to complete and enlarge the institution at Spring City, and to enlarge the institution at Polk, so as to provide accommodations, at the earliest possible moment, for at least 1,000 additional inmates in each institution.

The establishment of epileptic colonies at both of these institutions, to be located at a distance from the main group of buildings, but under the same administrative control, to take care of from 300 to 500 patients.

The establishment of custodial wards in both institutions for delinquent, dangerous, criminal imbeciles. When it shall be found that the number of these will warrant their being placed in a separate institution for the delinquent feeble-minded or epileptic, such institution should be constructed.

The passage of an Act providing a State institution for the custodial treatment of inebriates. Under the Act of 1903, amended May 28, 1907, the victims of drug addiction and alcoholism may be committed for a period not to exceed one year to a "proper hospital or asylum," but this institution, although repeatedly recommended by the Board of Public Charities, the State Medical Society of Pennsylvania and other organizations has not yet been provided by the State. The fact that alcoholism and feeble-mindedness are so intimately related brings this subject within the province of this Commission, which from its investigation feels warranted in making the declaration that alcoholism, next to heredity, is the most prominent contributory cause in producing mental defect, degeneration and disease.

The passage of an Act calling attention to the presence

of an increasingly large number of mentally defective aliens in our public institutions and hospitals, and especially recommending a change in the law, or ruling, of the United States Immigration Bureau, so that aments who are found to be suffering with any form of feebleness of mind and epilepsy shall be deportable at any time, without regard to the three year limit established for the insane.

The passage of an Act defining insanity and feeble-mindedness as forms of mental unsoundness, and placing all indigent mental defectives under the care of the State, under the supervision of the Committee on Lunacy, especially requiring reports to be made of all persons committed by the Courts and detained in these institutions.

The passage of an Act regulating marriage, by which any person who has been registered or committed as feeble-minded shall not be permitted to marry without consent of the Court of the county in which the said person has been registered or committed, and making it a misdemeanor for any clergyman, or other authority, to conduct the ceremony of marriage for feeble-minded persons, imbeciles, or idiots, or to issue a license for marriage of such persons.

Finally, since at the present time great public interest has been aroused in all matters relating to the defective and dependent classes, and as the Governor of Pennsylvania, in his Annual Message, has directed the attention of the Assembly to this subject, and recommended the appointment of a Special Commission to investigate and report upon all questions arising from, or connected with, the subject of the dependent classes—this Commission respectfully approves this recommendation and urges that a Commission shall be created by your Honorable Bodies, charged with the special duty of inquiring into methods of commitment, detention, support, parole and discharge of all forms of mental unsoundness in Pennsylvania, and generally to investigate

and make report upon all subjects related to the State provision for the dependent classes and the laws governing the same.

Respectfully submitted,

JOSEPH S. NEFF,

*President,*

SAMUEL G. DIXON,

ISAAC JOHNSON, P. J.,

GEORGE W. RYON,

PATRICK C. BOYLE,

EDWARD K. ROWLAND,

CYRUS B. KING.

Harrisburg, February 15, 1913.

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# APPENDIX

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## AN ACT

Supplementary to an Act entitled "An Act to provide for the selection of a site and the erection of a State Institution for the Feeble-Minded, to be called The Western Pennsylvania State Institution for the Feeble-Minded, and making an appropriation therefor," approved the third day of June, Anno Domini one thousand eight hundred and ninety-three, amending the title and the Ninth, Tenth, Fourteenth and Eighteenth Sections of said Act, so as to extend the powers of the trustees of said institution and provide for the method of admission to said institution and of discharge therefrom; providing for the payment for the care and maintenance of indigent inmates of said institution by the Commonwealth, and the payment of the costs of all committals thereto by the several counties; authorizing transfers of the idiotic, feeble-minded and epileptic persons to and from said institution, and repealing the Eleventh, Twelfth, Thirteenth, Fifteenth and Sixteenth Sections of said Act.

SECTION 1. *Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met, and it is hereby enacted by the authority of the same,* That the title of an Act entitled "An Act to provide for the selection of a site and the erection of a State Institution for the Feeble-Minded, to be called The Western Pennsylvania State Institution for the Feeble-Minded, and making an appropriation therefor," approved the third day of June, Anno Domini one thousand eight hundred and ninety-three, be, and the same is hereby amended so as to read as follows:

An Act to provide for the selection of a site and the erection of a State Institution for the Feeble-Minded and Epileptic, to be called The Western Pennsylvania State Institution for the Feeble-Minded and Epileptic, and making an appropriation therefor.

SECT. 2. That the Ninth Section of said Act, which reads as follows:

"SECT. 9. The said commissioners, upon the completion of the said institution, shall surrender their trust to a board of trustees, to consist of nine members, who shall serve without compensation, and be appointed by the Governor, by and with the



advice and consent of the Senate. Said trustees shall be a body politic or corporate, of the name and style of The State Institution for the Feeble-Minded of Western Pennsylvania. They shall manage and direct the concerns of the institution, and make all necessary by-laws and regulations, not inconsistent with the Constitution and laws of the Commonwealth. Of the trustees first appointed three shall serve for one year, three for two years, and three for three years, and at the expiration of the respective periods the vacancies shall be filled by the Governor by appointment for three years as hereinbefore provided, and should any vacancy occur by death or resignation or otherwise, of any trustee, such vacancy shall be filled by appointment, as aforesaid, for the unexpired term of such manager," be, and the same is hereby amended so as to read as follows:

SECT. 9. The said commissioners, upon the completion of the said institution, shall surrender their trust to a board of trustees, to consist of nine members, who shall serve without compensation, and be appointed by the Governor, by and with the advice and consent of the Senate. Said trustees shall be a body politic or corporate, of the name and style of The State Institution for the Feeble-Minded of Western Pennsylvania. They shall manage, control and direct all the affairs of the institution, appoint and remove at pleasure all officers and employees thereof, and make all necessary regulations not herein otherwise specifically provided and not contrary to the Constitution and laws of this Commonwealth, for the detention, care, treatment, maintenance, employment and subsistence of the inmates of the institution, assign such duties as they may deem proper to the several officers and employees, and exercise such other powers as are elsewhere conferred upon them by this Act. Of the trustees first appointed three shall serve for one year, three for two years and three for three years, and at the expiration of the respective periods the vacancies shall be filled by the Governor, by appointment for three years as hereinbefore provided, and should any vacancy occur by death or resignation or otherwise of any trustee, such vacancy shall be filled by appointment as aforesaid for the unexpired term of said trustee.

SECT. 3. The Section Ten of said Act, which reads as follows:

"SECT. 10. That this institution shall be entirely and especially devoted to the reception, detention, care and training of idiotic and feeble-minded children, and shall be so planned in the beginning and construction as shall provide separate classification of the numerous groups embraced under the terms

idiotic and imbecile or feeble-minded. Cases afflicted with either epilepsy or paralysis shall have a due proportion of space and care in the custodial department. It is specifically determined that the processes of an agricultural training shall be primarily considered in the educational department, and that the employment of the inmates in the care and raising of stock and the cultivation of small fruits, vegetables, roots, et cetera, shall be made largely tributary to the maintenance of the institution," be, and the same is hereby amended so as to read as follows:

SECT. 10. That this institution shall be entirely and specially devoted to the reception, segregation, detention, care and training of epileptics and idiotic and feeble-minded persons, of either sex, and shall be so planned in the beginning and construction as shall provide separate classification of the numerous groups embraced under the terms idiotic, epileptic and imbecile or feeble-minded. Cases afflicted with either epilepsy or paralysis shall have a due proportion of space and care in the custodial department. It is specifically determined that the processes of an agricultural training shall be primarily considered in the educational department, and that the employment of the inmates in the care and raising of stock, and the cultivation of small fruits, vegetables, roots, et cetera, shall be made tributary to the maintenance of the institution.

SECT. 4. That Section Fourteen of said Act, which reads as follows:

"SECT. 14. Said board shall receive as inmates of said institution feeble-minded children, residents of this State, under the age of twenty years, who shall be incapable of receiving instruction in the common schools of this State. Said board shall prescribe, and cause to be printed, instructions and forms of application for the admission of such, and shall include therein interrogatories to which they shall require answers, under oath, showing such facts as they may be needed for the information of the said trustees. Such printed instructions and forms shall be furnished to all applicants for the admission of any person or patient, in whole or in part as a State beneficiary, and shall be endorsed by the board of commissioners or directors of the poor of the county in which he or she resides at the time of the making of the application," be, and the same is hereby amended so as to read as follows:

SECT. 14. Said board of trustees shall receive as inmates of said institution only such idiotic, feeble-minded or epileptic

persons as may be committed thereto in the manner herein-after provided by any of the courts of quarter sessions of the following named counties in the Commonwealth, viz.:

Allegheny, Armstrong, Beaver, Bedford, Blair, Butler, Cambria, Cameron, Centre, Clarion, Clearfield, Clinton, Crawford, Elk, Erie, Fayette, Forest, Fulton, Greene, Huntingdon, Indiana, Jefferson, Juniata, Lawrence, McKean, Mercer, Mifflin, Potter, Somerset, Venango, Warren, Washington and Westmoreland.

It shall be lawful for the husband, wife, parent, guardian or other person standing in loco parentis to such idiotic, feeble-minded or epileptic person, his or her next of kin, the county commissioners or the overseers of the poor, or the managers or trustees of any institution having such person in charge, or the district attorney of the county in which such person shall reside, to apply by petition to the court of quarter sessions of the county in which said idiotic, feeble-minded or epileptic person shall be resident, setting forth in said petition the age, sex and residence of such person, the address of his or her parents and the address of the petitioner, praying for the commitment of such person to The Western Pennsylvania State Institution for the Feeble-Minded and Epileptic, which said petition shall be accompanied by a certificate, made under oath, after a personal examination of such idiotic, feeble-minded or epileptic person by a reputable physician with an experience of at least five years in the actual practice of his profession, setting forth that such person is an idiot, of feeble mind or an epileptic, and a proper subject for commitment to said institution. Thereupon the said court or a judge thereof shall appoint a day for the hearing of the said petition, and shall cause notice thereof to be given to all parties in interest, and if at the said hearing it shall be made to appear that such person is an idiot, of feeble mind or an epileptic and a proper subject for commitment to said institution, and that the best interests of the said person or the welfare of society require such commitment, the court shall make an order committing such idiotic, feeble-minded or epileptic person to the said Western Pennsylvania State Institution for the Feeble-Minded and Epileptic, and direct his or her removal thereto by a proper officer or person at the cost of the said county.

At the said hearing the said court or judge shall inquire as to the estate of such idiotic, feeble-minded or epileptic person, and if the same be sufficient for the purpose, shall make an order directing the payment therefrom of the cost of maintaining such person in said institution; otherwise, that such pay-

ment be made by the husband or parent of such idiotic, feeble-minded or epileptic person, if it appear that the circumstances of said husband or parent are such as to make such an order proper and advisable, and any such order shall be enforceable in the same manner in which orders in desertion cases are now enforceable by law. Where the estate of such idiotic, feeble-minded or epileptic person is insufficient, and the circumstances of her husband or his or her parent are not such as to warrant an order for maintenance on either of them, the said idiotic, feeble-minded or epileptic person shall be maintained and cared for in the said institution at the cost of the Commonwealth.

The costs of such hearing shall be paid by the county, and the court may, in its discretion, allow a fee of five (5) dollars to the physician making the examination, and a fee of ten (10) dollars to the attorney presenting the petition and appearing at the hearing, which fees shall be paid by the county.

The said board of trustees shall also receive all such idiotic, feeble-minded or epileptic persons as may be transferred to such institution from any other State institution by the Committee on Lunacy of the Board of Public Charities, and the said Committee on Lunacy shall have authority to transfer any inmate of said institution to any other proper State institution.

When, in the opinion of the board of trustees, it appears probable that the mental condition of any inmate of said institution has so improved that his or her release will be beneficial to such inmate and not incompatible with the welfare of society, the said board may recommend the discharge of such inmate to the court committing him or her to said institution, which recommendation shall be accompanied by a record of the case of such inmate, setting forth the date of his or her commitment, the time of his or her detention, the history of his or her case in the institution, and the opinion of the superintendent and medical staff as to his or her present mental condition, whereupon the said court may, in its discretion, after hearing all persons desirous of being heard in the premises, issue an order, under the seal of the court, upon the said board to discharge the said inmate from the said institution.

SECT. 5. That Section Eighteen of said Act, which reads as follows:

"SECT. 18. The said board of trustees shall appoint a skillful physician, who shall be superintendent, and shall be competent to oversee and direct the medical, hygienic, educational and in-

dustrial interests of the institution, and shall have charge and supervision of the entire institution, both professional and otherwise. He shall name for appointment such and so many assistants, attendants and employees as may be considered necessary by the said board of trustees, and, with the approval of the trustees, shall appoint a steward who shall have charge, under the direction of such superintendent, of the employment of the inmates of said institution, and the purchase, production and distribution of all supplies, under such rules and regulations as may be established by such trustees.

"The salaries of the superintendent, matrons, teachers, assistants, and attendants, of the institution shall be fixed by the board of trustees," be, and the same is hereby amended so as to read as follows:

SECT. 18. The said board of trustees shall appoint a skilled physician, who shall be a graduate of a legally chartered medical college, with an experience of at least five years in the actual practice of his profession, who shall be the superintendent of said institution, with such powers as said board may confer upon him, and such board shall also appoint such instructors, assistants, matrons, stewards, attendants and employees as may be necessary for the proper maintenance, discipline and government of said institution, and remove the same from time to time at pleasure, and shall fix the compensation of all said officers and employees. The said board shall also have authority to employ legal counsel from time to time as occasion may require and as they may deem necessary."

SECT. 6. That Sections Eleven, Twelve, Thirteen, Fifteen and Sixteen of the said Act, entitled "An Act to provide for the selection of a site and the erection of a State institution for the feeble-minded, to be called The Western Pennsylvania State Institution for the Feeble-Minded, and making an appropriation therefor," approved the third day of June, Anno Domini one thousand eight hundred and ninety-three, and all Acts and parts of Acts inconsistent herewith be, and the same are hereby repealed.



## AN ACT

Supplementary to an Act, entitled "An Act to provide for the selection of a site and the erection of a State Institution for the Feeble-Minded and Epileptic, to be called The Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic, and making an appropriation therefor," approved the fifteenth day of May, Anno Domini one thousand nine hundred and three, amending the Ninth, Tenth, Thirteenth and Seventeenth Sections of said Act, so as to extend the powers of the trustees of said institution and provide for the method of admission to said institution and of discharge therefrom; providing for the payment for the care and maintenance of indigent inmates of said institution by the Commonwealth, and the payment of the costs of all committals thereto by the several counties; authorizing transfers of idiotic, feeble-minded and epileptic persons to and from said institution, and repealing the Eleventh, Twelfth, Fourteenth and Fifteenth Sections of said Act.

SECTION 1. *Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met, and it is hereby enacted by the authority of the same,* That Section Nine of an Act, entitled "An Act to provide for the selection of a site and the erection of a State Institution for the Feeble-Minded and Epileptic, to be called The Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic, and making an appropriation therefor," approved the fifteenth day of May, Anno Domini one thousand nine hundred and three, which reads as follows:

"SECT. 9. The said commissioners, upon the completion of the said institution, shall surrender their trust to a board of trustees; to consist of nine members, who shall serve without compensation, and be appointed by the Governor, by and with the advice and consent of the Senate. Said trustees shall be a body politic or corporate, of the name and style of the State Institution for Feeble-Minded of Eastern Pennsylvania. They shall manage and direct the concerns of the institution, and make all necessary by-laws and regulations, not inconsistent with the Constitution and laws of the Commonwealth. Of the trustees first appointed, three shall serve for one year, three

for two years, and three for three years; and at the expiration of the respective periods, the vacancies shall be filled by the Governor, by appointment for three years as hereinbefore provided, and should any vacancy occur, by death or resignation or otherwise, of any trustee, such vacancy shall be filled by appointment, as aforesaid, for the unexpired term of such manager," be and the same is hereby amended so as to read as follows:

SECT. 9. The said commissioners, upon the completion of the said institution, shall surrender their trust to a board of trustees; to consist of nine members, who shall serve without compensation, and be appointed by the Governor, by and with the advice and consent of the Senate. Said trustees shall be a body politic or corporate, of the name and style of the State Institution for the Feeble-Minded of Eastern Pennsylvania. They shall manage, control and direct all the affairs of the institution, appoint and remove at pleasure all officers and employees thereof, make all necessary regulations not herein otherwise specifically provided and not contrary to the Constitution and laws of this Commonwealth, for the detention, care, treatment, maintenance, employment and subsistence of the inmates of the institution, assign such duties as they may deem proper to the several officers and employees, and exercise such other powers as are elsewhere conferred upon them by this Act. Of the trustees first appointed, three shall serve for one year, three for two years and three for three years; and at the expiration of the respective periods, the vacancies shall be filled by the Governor, by appointment for three years as hereinbefore provided, and should any vacancy occur by death or resignation or otherwise of any trustee, such vacancy shall be filled by appointment as aforesaid for the unexpired term of said trustee.

SECT. 2. That Section Ten of said Act, which reads as follows:

"SECT. 10. That this institution shall be entirely and specially devoted to the reception, detention, care and training of epileptics and of idiotic and feeble-minded persons, of either sex, and shall be so planned, in the beginning and construction, as shall provide separate classification of the numerous groups embraced under the terms 'epileptics' and 'idiotic' and 'imbecile,' or 'feeble-minded.' Cases afflicted with either epilepsy or paralysis shall have a due proportion of space and care in the custodial department. It is specifically determined that the processes of an agricultural training shall be primarily considered in the educational department; and that the employ-



ment of the inmates in the care and raising of stock, and the cultivation of small fruits, vegetables, roots, et cetera, shall be made tributary, when possible, to the maintenance of the institution. All inmates shall be subject to such rules and regulations as the board of trustees may adopt," be and the same is hereby amended so as to read as follows:

SECT. 10. That this institution shall be entirely and specially devoted to the reception, segregation, detention, care and training of epileptics and of idiotic and feeble-minded persons, of either sex, and shall be so planned, in the beginning and construction, as shall provide separate classification of the numerous groups embraced under the terms "epileptics" and "idiotic" and "imbecile," "or feeble-minded." Cases afflicted with either epilepsy or paralysis shall have a due proportion of space and care in the custodial department. It is specifically determined that the processes of an agricultural training shall be primarily considered in the educational department; and that the employment of the inmates in the care and raising of stock, and the cultivation of small fruits, vegetables, roots, et cetera, shall be made tributary, when possible, to the maintenance of the institution. All inmates shall be subject to such rules and regulations as the board of trustees may adopt.

SECT. 3. That Section Thirteen of said Act, which reads as follows:

"SECT. 13. Said Board shall receive as inmates of said institution feeble-minded children, residents of this State, under the age of twenty years, who shall be incapable of receiving instruction in the common schools of this State. Said board shall prescribe, and cause to be printed, instructions and forms of application for the admission of such children; and shall include therein interrogatories to which they shall require answers, under oath, showing such facts as may be needed for the information of the said trustees. Such printed instructions and forms shall be furnished to all applicants for the admission of any person or patient, in whole or in part as a State beneficiary, and shall be endorsed by the board of commissioners or directors of the poor of the county in which he or she resides at the time of the making of the application," be and the same is hereby amended so as to read as follows:

SECT. 13. Said board of trustees shall receive as inmates of said institution only such idiotic, feeble-minded or epileptic persons as may be committed thereto in the manner hereinafter provided by any of the courts of Quarter Sessions of the following named counties in the Commonwealth, viz.:

Adams, Berks, Bradford, Bucks, Carbon, Chester, Columbia, Cumberland, Dauphin, Delaware, Franklin, Lackawanna, Lancaster, Lebanon, Lehigh, Luzerne, Lycoming, Monroe, Montgomery, Montour, Northampton, Northumberland, Perry, Philadelphia, Pike, Schuylkill, Snyder, Sullivan, Susquehanna, Tioga, Union, Wayne, Wyoming and York.

It shall be lawful for the husband, wife, parent, guardian or other person standing *in loco parentis* to such idiotic, feeble-minded or epileptic person, his or her next of kin, the county commissioners or the overseers of the poor, or the managers or trustees of any institution having such person in charge, or the district attorney of the county in which such person shall reside, to apply by petition to the court of Quarter Sessions of the county in which said idiotic, feeble-minded or epileptic person shall be resident, setting forth in said petition the age, sex and residence of such person, the address of his or her parents and the address of the petitioner, praying for the commitment of such person to The Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic, which said petition shall be accompanied by a certificate made under oath, after a personal examination of such idiotic, feeble-minded or epileptic person, by a reputable physician with an experience of at least five years in the actual practice of his profession, setting forth that such person is an idiot, of feeble mind, or an epileptic, and a proper subject for commitment to said institution. Thereupon the said court or a judge thereof shall appoint a day for the hearing of the said petition and shall cause notice thereof to be given to all parties in interest, and if at the said hearing it shall be made to appear that said person is an idiot, of feeble mind, or an epileptic and a proper subject for commitment to said institution, and that the best interests of the said person or the welfare of society require such commitment, the court shall make an order committing such idiotic, feeble-minded or epileptic person to the said Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic and direct his or her removal thereto by a proper officer or person at the cost of the said county.

At the said hearing the said court or judge shall inquire as to the estate of such idiotic, feeble-minded or epileptic person, and if the same be sufficient for the purpose shall make an order directing the payment therefrom of the cost of maintaining such person in said institution; otherwise that such payment be made by the husband or parent of such idiotic, feeble-minded or epileptic person, if it appear that the circumstances

of said husband or parent are such as to make such an order proper and advisable, and any such order shall be enforceable in the same manner in which orders in desertion cases are now enforceable by law. Where the estate of said idiotic, feeble-minded or epileptic person is insufficient, and the circumstances of her husband or his or her parent are not such as to warrant an order for maintenance on either of them, the said idiotic, feeble-minded or epileptic person shall be maintained and cared for in the said institution at the cost of the Commonwealth.

The costs of such hearing shall be paid by the county, and the court may, in its discretion, allow a fee of five dollars (\$5.00) to the physician making the examination and a fee of ten dollars (\$10.00) to the attorney presenting the petition and appearing at the hearing, which fees shall be paid by the county.

The said board of trustees shall also receive all such idiotic, feeble-minded or epileptic persons as may be transferred to such institution from any other State institution by the Committee on Lunacy of the Board of Public Charities, and the said Committee on Lunacy shall have authority to transfer any inmate of said institution to any other proper State Institution.

When, in the opinion of the board of trustees, it appears probable that the mental condition of any inmate of said institution has so improved that his or her release will be beneficial to such inmate and not incompatible with the welfare of society, the said board may recommend the discharge of such inmate to the court committing him or her to said institution, which recommendation shall be accompanied by a record of the case of such inmate, setting forth the date of his or her commitment, the time of his or her detention, the history of his or her case in the institution and the opinion of the superintendent and medical staff as to his or her present mental condition, whereupon the said court may, in its discretion, after hearing all persons desirous of being heard in the premises, issue an order under the seal of the court upon the said board to discharge the said inmate from the said institution.

SECT. 4. That Section Seventeen of said Act, which reads as follows:

"SECT. 17. The said board of trustees shall appoint a skillful physician, who shall be a graduate of a legally chartered medical college, with an experience of at least five years (5) in the actual practice of his profession, who shall be superintendent, and shall be competent to oversee and direct the medical, hygienic, educational and industrial interests of the institution, and shall have charge and supervision of the entire institution,

both professional and otherwise. He shall name for appointment such and so many assistants, attendants and employees as may be considered necessary by the said board of trustees; and, with the approval of the trustees, shall appoint a steward, who shall have charge, under the direction of such superintendent, of the employment of the inmates of said institution, and the purchase, production and distribution of all supplies, under such rules and regulations as may be established by such trustees. The salaries of the superintendent, matrons, teachers, assistants, and attendants of the institution, shall be fixed by the board of trustees," be and the same is hereby amended so as to read as follows:

SECT. 17. The said board of trustees shall appoint a skilled physician, who shall be a graduate of a legally chartered medical college, with an experience of at least five years in the actual practice of his profession, who shall be the superintendent of said institution, with such powers as said board may confer upon him, and such board shall also appoint such instructors, assistants, matrons, stewards, attendants and employes as may be necessary for the proper maintenance, discipline and government of said institution and remove the same from time to time at pleasure, and shall fix the compensation of all said officers and employes. The said board shall also have authority to employ legal counsel from time to time as occasion may require and as they may deem necessary.

SECT. 5. That Sections Eleven, Twelve, Fourteen and Fifteen of the said Act, entitled "An Act to provide for the selection of a site and erection of a State Institution for the Feeble-Minded and Epileptic, to be called The Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic, and making an appropriation therefor," approved the fifteenth day of May, Anno Domini one thousand nine hundred and three, and all Acts and parts of Acts inconsistent herewith be, and the same hereby are repealed.

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